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HOUSING ELEMENT

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CITY OF SONORA

GENERAL PLAN

HOUSING ELEMENT UPDATE

JANUARY 1993





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RESOLUTION NO 2-1-93 B

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SONORA  
AMENDING THE CITY OF SONORA GENERAL PLAN HOUSING ELEMENT

WHEREAS, the City of Sonora has previously adopted a general plan housing element in conformance with State law; and

WHEREAS, the California Government Code calls for periodic review and revision to general plan housing elements; and

WHEREAS, on January 11, 1993, the Sonora Planning Commission conducted a public hearing on the Draft Housing Element Update, as prepared by staff, and recommended to the City Council approval of the document; and

WHEREAS, on February 1, 1993, the Sonora City Council conducted a public hearing on the Draft Housing Element Update.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SONORA, AS FOLLOWS:

1. The City of Sonora General Plan Housing Element is amended through adoption of the Draft Housing Element Update document, as attached to this resolution.
2. Copies of this amendment, as well as copies of the entire general plan, shall be available to the public in the City Planning Department office.

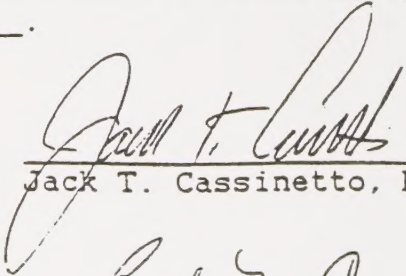
PASSED AND ADOPTED AS A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SONORA ON FEBRUARY 1, 1993, BY THE FOLLOWING VOTE:

AYES: Councilmen Claude D. Addison, Jim W. Hildreth, John F. Rucker,  
Ronald E. Stearn and Mayor Jack T. Cassinetto.

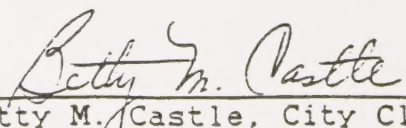
NOES: None.

ABSENT OR ABSTAIN: None.

Dated: February 1, 1993.

  
Jack T. Cassinetto, Mayor

ATTEST:

  
Betty M. Castle, City Clerk





## 1992 HOUSING ELEMENT REVISION

### INTRODUCTION

Section 65588(a) of the California Government Code requires that local governments shall review their general plan housing elements "as frequently as appropriate to evaluate all of the following:

- (1) The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal.
- (2) The effectiveness of the housing element in attainment of the community's housing goals and objectives.
- (3) The progress of the city, county, or city and county in implementation of the housing element."

This same section of the Government Code sets forth a schedule for revision of all housing elements. The first revision of the City of Sonora's General Plan Housing Element was completed January 6, 1986; the second revision is to be completed by July 1, 1992.

The City of Sonora considers the housing element, as adopted by the City Council on January 16, 1984, and amended January 6, 1986, to still be relevant toward guiding its responsibilities to make adequate provision for the housing needs of all economic segments of the community.

This revision to the housing element begins by reviewing the efforts of the City to provide housing program opportunities within the community, since the last update in 1986 through 1991. The second section evaluates the City's housing program achievements with the goals, policies and implementation programs set forth in 1986. Finally, new goals, policies and programs are presented, reflective of current needs, and providing guidance for the next five year program period. Within this final section, the data and analysis presented is reflective of more complete, up-to-date information. The needs analysis also presents statutory information not previously required of housing elements.

# THE HISTORY OF THE

CHAPTER I

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## SECTION I - HOUSING ELEMENT REVIEW

The 1986 housing element update presented a number of implementation programs to be undertaken according to several program areas that comprised the Five Year Housing Program. This section reviews the City's efforts and achievements to provide housing program opportunities within the program areas from January 1986 through December 1991.

### A. IDENTIFICATION OF ADEQUATE SITES

The need for identification of adequate sites is to insure that sites have, or can be, made available to meet new construction needs. During the program period, the following was undertaken:

- The City maintained its General Plan Land Use Map in order to reflect changing housing needs and conditions.
- The City made amendments as necessary to its zoning ordinance in order to maintain consistency with the general plan
- In 1987, the City approved the Sonora Terrace Apartments project, a 46 unit FmHA 515 family housing project, with construction completed in 1988.
- In 1989, the City approved the Blackberry Oaks Apartments project, a 42 unit FmHA 515 senior housing project; went to construction in late 1991.
- The City Building Department issued permits for another 37 units of multifamily housing which met other low and moderate income housing needs.
- Continued to provide mechanism for factory built housing on private lots, through provisions of Chapter 17.49 of the Sonora Municipal Code.
- Continued to provide mechanism for second dwelling units on residential parcels, through provisions of Chapter 17.55 of the Sonora Municipal Code.
- In 1987, adopted amendment to zoning ordinance providing for emergency shelter and transitional housing in certain zones by use permit.
- In 1987, issued use permit for establishment of emergency shelter operated by the Amador-Tuolumne Community Action Agency (A-TCAA).





- Utilized 1989 CDBG funds to purchase, rehabilitate and expand A-TCAA emergency shelter, and rehabilitate and expand domestic violence shelter operated by Mother Lode Women's Center.

- Approved Sonora Knolls Subdivision (103 single family lots)

- Approved Oak Park Subdivision (50 single family lots)

- Approved Northcam Heights Subdivision (11 single family lots, plus two commercial lots that could include multi-family uses).

- Approved Sunrise Hills Subdivision (173 single family lots).

- On November 1, 1991, completed the South Bypass Annexation and Northern #2 Annexation, thereby increasing capacity of the City.

- Initiated efforts to prepare Sonora Redevelopment Plan, which will provide housing set-aside funds for future housing activities, plus provide infrastructure improvements with Citywide benefits.

#### B. ASSIST IN THE DEVELOPMENT OF HOUSING FOR LOW AND MODERATE INCOME HOUSEHOLDS

Low and moderate income households represent the targeted income groups for the housing program's emphasis. During the program period, the following measures were taken to assist in the development of housing for these income groups:

- With the assistance of the Central Sierra Planning Council, prepared, submitted, and implemented CDBG applications for housing rehabilitation and infrastructure improvements.

- A CDBG Reuse Plan has been adopted by the City Council to provide direction in the allocation of CDBG reuse funds. Among the reuse activities are continued eligible housing activities.

- Supported use of the FmHA 515 program in Sonora Terrace and Blackberry Oaks projects.

- As provided for by Chapter 17.56 of the Sonora Municipal Code, continued to provide the opportunity for density bonuses or other incentives for qualifying projects.



- In 1990, adopted provisions for development agreements, which could be used to negotiate housing opportunities for low and moderate income households.

### C. REMOVAL OF GOVERNMENT CONSTRAINTS

Quite often, the removal of government constraints will further the effort to provide housing opportunities. Recent efforts by the City to address this area of concern include:

- Conducted periodic review of general plan to insure consistency of implementation with housing program.
- Conducted periodic review and amendment to City's zoning ordinance to maintain consistency with general plan.
- Fees maintained at level representative of fair charge for review and processing of applications. Revisions to fees made in 1991 based upon detailed tracking of costs associated with development application processing.
- By City Council resolution, waived all or portion of building permit fees for CDBG housing rehab program activities.
- Reduced parking requirements for the Blackberry Oaks project to one space per unit.
- Always have maintained relaxed development standards for single family uses - 10 foot front yard setbacks, minimum lot sizes of 6,000 square feet, minimum lot width of 60 feet.
- Use of planned development zoning to benefit housing - Sonora Terrace and Blackberry Oaks projects.
- Reduced street widths, rolled curbs and gutters, fire hydrant intervals of 500 feet all common in single family subdivision approvals.
- Low development impact fees compared to other jurisdictions - only require Traffic Impact Fee and portion of County Capital Facilities and Services Impact Fee on new residential construction.

### D. CONSERVATION AND IMPROVEMENT OF THE EXISTING AFFORDABLE HOUSING STOCK

Along with providing new housing opportunities, the existing housing stock is critical as well. The City of Sonora has made a concerted effort to conserve and improve its housing stock through the following efforts:





- The City has had a condominium conversion ordinance since 1982, updated in 1988.
- CDBG Rehab Programs - 1984 23 units, 1985 35 units, 1988 14 units, 1990 6 units
- CDBG Reuse Funds - Reuse Plan adopted and funds utilized for housing rehabilitation activities.
- Local administration of the HUD Section 8 program conducted on behalf of the City by CSPC.
- Energy conservation coordination with A-TCAA as part of housing rehab programs.

#### E. PROMOTION OF EQUAL HOUSING OPPORTUNITY

Equal housing opportunity for all citizens of the City is at the heart of the housing program, and includes the following:

- Statement of equal opportunity efforts as part of CDBG grant programs.
- Support of local and regional equal opportunity efforts by local agencies, including the Central Sierra Planning Council and the Amador-Tuolumne Community Action Agency.



## SECTION II - HOUSING PROGRAM EVALUATION

This section evaluates the progress of the City in implementing its housing program by analyzing the differences between what was projected to occur in the original-1984 housing element, updated in 1986, with what was achieved. Where identifiable, an explanation of differences between projections and achievements is provided.

### A. QUANTIFIED OBJECTIVES

#### 1. New Construction

The 1984 element projected 95 new housing units for the program period through 1989, based upon past construction activity and future population growth. According to City of Sonora Building Department records, 129 units were completed through 1989, with an additional 64 units completed, or with permits issued and under construction, through 1991 (the end of the period covered by this revision). The City has exceeded its new construction objective.

#### 2. Rehabilitation

The 1984 element set an objective of 100 housing units to be rehabilitated through 1989, with the City's primary participation in this objective being through the CDBG program. Through the program period, 78 units were rehabilitated through the CDBG program. An undefined number of units were rehabilitated through private means, but were likely of a number to allow the City to exceed its rehabilitation goal.

#### 3. Conservation

The 1984 element set an objective of 150 units to be conserved through 1989. This has been exceeded through the CDBG Rehab program rental agreements benefiting low income households; CSPC administration of the Section 8 certificate program; and through local multifamily projects under Section 8 contracts.

### B. OTHER QUANTIFIED IMPLEMENTATION MEASURES

#### 1. Support of the Use of FmHA 502, 504, 515 Programs

The 1984 element and 1986 update specifically discuss the use of the Farmers Home Administration 502, 504 and 515 programs in the City. Although the 502 and 504 programs are rarely utilized, the 515 program has seen continued activity. The Sonora Terrace project, 46 units of family housing, was completed in 1988. In 1989, the Blackberry Oaks project, providing housing for seniors, was approved by the City. That project was delayed





in its implementation due to loan funding constraints of FmHA. However, the building permit was issued and construction initiated in late 1991.

## 2. Density Bonus Provisions

Since 1985, the Sonora Municipal Code has included provisions for density bonuses to qualified projects. The Sonora Terrace project received approval for a 7 unit density bonus as part of its original 35 unit project. The project later moved to another site with 46 units, and did not require a density bonus. However, the use of density bonuses has been minimal in the City. This is believed to be due in large part to a lack of interest or reluctance on the part of the private sector to pursue the program's benefits.

## 3. Fee Schedule Review

The City of Sonora charges fees for the review and processing of development applications. Reviews of the fees charged were conducted in 1988, and again in 1991, in order to insure that fees are fairly charged, reflective of actual costs to provide services.

## 4. Amend Housing Program in 1989

It was originally envisioned that the Five Year Housing Program would be amended in 1989, at the end of the initial program period, in order to reflect changed housing conditions. That amendment was not undertaken by the City due to the fact that the program was proceeding at a satisfactory level, and that the program would have to be revised again for the 1992 update required by State law. Therefore, revisions to the housing program were deferred to this 1992 update, so that the City's housing program review will coincide with State law in the future.

## C. SUMMARY

For a small city of less than 5,000 persons, the City of Sonora has continued to implement a comprehensive housing program benefiting its citizens. The implementation programs undertaken by the City have been reasonable and attainable, and in support of Statewide housing goals. For the future, continuance of many of these programs, plus new opportunities in the use of CDBG reuse funds and through redevelopment housing set-aside funds, hold promise that a successful, small city housing program will be maintained in Sonora.



### III. HOUSING ELEMENT UPDATE

#### A. HOUSING NEEDS ASSESSMENT

##### 1. Analysis of Population and Employment Trends

The City of Sonora continues to exhibit the slow annual growth rate as discussed in the 1984 element. The 1990 Census of Population and Housing figure of 4,153 is only three persons less than the 1/1/90 estimate prepared by the Central Sierra Planning Council in the 1986 housing element update. Given recent development activities in and around the Sonora area, it is reasonable to assume that a one percent growth rate for the City will continue through the next five year program period (excluding inhabited annexation).

Table 1 illustrates the pertinent characteristics of the population as of January 1, 1992. This date was selected in order to account for population growth accrued as a result of the South Bypass and Northern #2 Annexations, which went effective on November 1, 1991. It is assumed that age and ethnic characteristics continue to have percentages comparable to 1990 Census findings.

With respect to employment trends, tourism remains the number one industry in Tuolumne County. Recent increases in tourism can be attributed to Sonora's status as a California Main Street city since 1986; the desire to take vacations closer to home; and concerted efforts by agencies such as the Chamber of Commerce and the Visitor's Bureau to attract people to the area.

Efforts are being undertaken to diversify the local economy. A joint City/County Economic Development Advisory Committee has been formed to examine the local economy and identify ways to improve upon it. The first major products of the Committee are a community assessment and a target industry study, completed in 1991.

##### 2. Analysis of Households

Table 2 illustrates household characteristics of the City. This data is largely based upon 1990 Census data. Special needs groups estimates (such as large families or the elderly) have been calculated to reflect current population conditions; except for handicapped persons no further analysis of these special needs groups is considered necessary as it relates to the City's housing programs.

The number of handicapped persons, as listed in Table 2, is estimated from the percentage of persons who reported a work disability in the 1980 Census. Work disability includes those persons who had a health condition which had lasted 6 or more





months and which limited the kind or amount of work they could do at a job. The term "health condition" refers to both physical and mental conditions. Of the data available to Sonora, there is no indication as to the type of housing problems encountered by these persons, therefore it is difficult to determine whether a program response can be made within this element.

The figures have been revised for low, moderate, and above moderate income households based upon percentages applied in the regional housing needs plan. These revised figures will be used in implementation of programs responding to the State's and City's housing goals.

### 3. Analysis of Housing Units

1990 Census data is the primary source for Table 3. These figures have been downscaled for this revision in order to draw consistency between this element, DOF estimates, and the regional housing needs plan.

Condition of housing units figures presented in Table 4 are derived from a survey of housing conditions conducted by the Central Sierra Planning Council housing staff in late 1989. Some generalizations about the housing stock can be made. Specifically, there are a number of older homes in the City needing rehabilitation due to age of housing, lack of necessary maintenance, and changed building requirements. This has been evidenced by the housing rehabilitation components included in past Community Development Block Grant applications. It is anticipated that similar housing projects will be pursued by the City in the future.

With respect to redevelopment potentials, although initial efforts toward establishment of a redevelopment plan for the City were undertaken in 1985, those efforts were not successful. However, a renewed commitment to redevelopment planning and implementation was implemented in 1991, and scheduled to be in place by late summer of 1992. These efforts will allow for a new source of housing funds to implement the City's housing program.



**TABLE 1 - POPULATION CHARACTERISTICS**

Size of Population

Population - 1990 Census	4,153
Est. Population - 1/1/91 Dept. of Finance	4,199
Est. Population - 1/1/92 Dept. of Finance	4,306
Projected Population - 7/1/97	4,600

Age of the Population - 1990 Census

0 - 4	285
5 - 15	472
16 - 18	84
18 - 20	180
21 - 24	251
25 - 44	1,280
45 - 54	377
55 - 59	166
60 - 64	193
65 - 74	408
75 - 84	342
85+	115

Ethnic Composition - 1990 Census

White	3,943
Black	9
Asian	64
American Indian, Eskimo or Aleut	61
Other	76

Sources: 1990 Census of the Population; Department of Finance Population Research Unit; City of Sonora Planning Department estimates and projections.



TABLE 2 - HOUSEHOLD CHARACTERISTICS

	<u>Total</u>	<u>Percentage</u>
Households - 1990 Census	1,949	
Estimated Households - 1/1/91	1,956	
Estimated Households - 1/1/92	2,033	
Projected Households - 7/1/97 CSPC*	2,136	
Average Household Size - 1990 Census	2.06	
Special Needs Groups Estimates		
Large Families	100	
Elderly Households	790	
Handicapped Persons in Household	225	
Female Headed Family Households	270	
Overcrowded Households	80	
Households by Income Group - CSPC - 1/1/90		
Low Income Households	1,016	52.0%
Very Low Income Households	586	30.0%
Moderate Income Households	351	18.0%
Above Moderate Income Households	586	30.0%

\* - Does not include households added as a result of the South Bypass and Northern #2 Annexations to the City of Sonora, which were effective November 1, 1991.

Sources: 1990 Census of the Population and Housing; Central Sierra Planning Area Housing Needs Plan; City of Sonora Planning Department estimates.





TABLE 3 - HOUSING UNIT CHARACTERISTICS

	<u>Total</u>
Total Housing Units - 1990 Census	2,084
Tenure - 1990 Census	
Owner Occupied	782
Renter Occupied	1,167
Vacant	135
For Sale	29
For Rent	58
Other	20
Structure Type - 1990 Census	
Single Family Dwelling	1,295
2 - 4 units per structure	328
5 - 9 units per structure	125
10 or more units per structure	292
Mobilehomes	44
Costs of Housing	
Median Value - Owner Occupied	\$101,600
Fair Market Rents*	
Studio	\$420 (inc. all util.)
1 Bedroom	\$510 (inc. \$75 util.)
2 Bedroom	\$601 (inc. \$75 util.)
3 Bedroom	\$751 (inc. \$100 util.)
4 Bedroom	\$842 (inc. \$125 util.)

Sources: 1990 Census of the Population; Central Sierra Planning Council Housing Staff.



TABLE 4 - CONDITION OF HOUSING UNITS

Housing Conditions

Sound - 9 or less total points:	1637 (78.5%)
Minor - 10 to 15 total points:	233 (11.2%)
Moderate - 16 to 39 total points:	170 ( 8.2%)
Substantial - 40 to 55 total points:	31 ( 1.5%)
Dilapidated - 56+ total points:	13 ( 0.6%)

Total Housing Units:	2084 (100%)
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Specific Components

Foundation

0 Points - Foundation in good condition:	1980 (95.0%)
15 Points - Needs a partial foundation:	59 ( 2.8%)
25 Points - Needs a complete foundation:	45 ( 2.2%)

Roofing

0 Points - Does not need repair:	1796 (86.2%)
5 Points - Needs patching:	65 ( 3.1%)
10 Points - Needs structural repair:	208 (10.0%)
15 Points - Structural replacement and re-roof:	15 ( 0.7%)

Siding

0 Points - Does not need repair:	1560 (74.9%)
3 Points - Needs painting:	383 (18.4%)
5 points - Needs to be patched and repainted:	123 ( 5.9%)
10 Points - Must be replaced and repainted:	18 ( 0.8%)

Windows

0 Points - No repair needed:	1788 (85.8%)
5 Points - In need of repair:	135 ( 6.5%)
10 Points - In need of replacement:	161 ( 7.7%)

Doors

0 Points - No repair needed:	1955 (93.8%)
1 Point - Repainting needed:	71 ( 3.4%)
3 Points - Replacement needed:	58 ( 2.8%)

Other

0 Points - No other serious repairs needed:	1969 (94.5%)
10 Points - One other serious deficiency:	106 ( 5.0%)
20 Points - Two other serious deficiencies:	9 ( 0.5%)





#### 4. Projected Housing Need from Central Sierra Planning Area Housing Needs Plan

In June 1991, the Area Housing Needs Plan for the Central Sierra Planning Area was completed. According to the plan, it is estimated that 183 households will need to be added to the City during the period January 1, 1990 - July 1, 1997. The specific figures by income group are as follows:

		<u>Households</u>		<u>Percentages</u>	
	Income Group	1990	1997	1990	1997
Sonora	Very Low	586	641	30	30
	Other Low	430	470	22	22
	Moderate	351	384	18	18
	Above Moderate	586	641	30	30
	Total	1,953	2,136	100	100

Given the above household figures, the Area Housing Needs Plan finds that some 238 newly constructed units are needed during the period 1/1/90 to 7/1/97 to accommodate the household need. These units should be available to the income groupings as follows:

Very Low	71
Other Low	53
Moderate	43
Above Moderate	71

Note that the Area Housing Needs Plan figures do not include households added as a result of the South Bypass and Northern #2 Annexations to the City, which were effective on November 1, 1991.

#### 5. Inventory of Land

The purpose of an inventory of land suitable for residential development is to determine whether any problem exists in providing new residential construction due to a lack of vacant land. Prior to November 1991, there continued to be in excess of 300 acres of land in residential zoning categories. This included land with approved single family subdivisions for which subdivision improvements had not been constructed (Oak Park Subdivision, 50 lots on 18 acres; Sunrise Hills Unit I, 170 lots on 79 acres).

On November 1, 1991, the South Bypass and Northern #2 Annexations added 362 acres to the City, including approximately 190 acres of property zoned for residential purposes. Therefore, the



following chart lists the City's five residential zones and their development potential through December 1991:

	# Units/ Acre	# Acres Vacant	Potential Units	Potential Population
AR - Agricultural/ Residential	.2	92	18	37
RE - Residential Estates	1	75	75	155
R-1 - Single Family	7.25	210	1522	3135
R-2 - Limited Mul- tifamily	10.9	24	262	540
R-3 - Multifamily	21.75	13	283	583
TOTAL		414	2160	4450

The above chart is not intended to imply that all of the vacant land will (or should) develop to the 2,160 potential units that could be developed under existing zoning. Its purpose is to demonstrate that enough land does exist within the City to address short- and long-term requirements for residential development.

Further, residential development is allowed in the City's Planned Development zone, and in the CO, Tourist and Administrative, and C, Commercial zones. In consideration of this data, of the City's basic new construction need to July of 1997, and of the historic growth rate of the City, land availability is not a serious problem.

#### 6. Analysis of Governmental Constraints

##### - The General Plan -

The overall guide to the City's growth and development is the general plan. Required by Section 65300 of the California Government Code, the general plan covers a broad range of topics considered by decision-makers to be of importance to a jurisdiction. This housing element is just one part of a comprehensive planning program undertaken in a general plan. The last major update to the City of Sonora General Plan was completed in 1984 - amendments have been periodically made to keep the plan up to date with the needs of the community.



The City Planning Department is currently programming a review and update to the plan that will be initiated in 1993. As such, the City does not consider the plan to be a constraining factor, but a necessary tool to encourage housing in appropriate locations.

- Zoning -

The California Government Code also outlines the minimum requirements for providing zoning ordinances implementing the general plan. It is required that zoning be consistent with the plan in order to insure that the plan's goals, policies and programs are appropriately implemented. Current zoning practice within the City serves to allocate lands permitting a variety of residential units.

The City has also used its zoning to encourage new types of housing opportunities through use of planned development zoning, second unit provisions, and density bonuses. While zoning could be perceived as a constraint, it has not been used to preclude housing development in the City.

- Building Codes and Enforcement -

Often, building codes are viewed as a contributor to high housing costs by generating delays and requiring construction methods which increase basic costs. However, the adoption and enforcement of such codes is required of municipalities under State law. The City Building Department views code enforcement as the means to insure that safe and uniform construction practices are followed. Enforcement of the Uniform Building Code is not viewed by the City as a contributor to not meeting housing needs.

- Fees -

The last revision to the City's fee resolution for fees associated with development applications was in May 1991. The fees were set according to monitoring by the City Planning Department of the average costs associated with the various types of applications, and reflect a fair charge to the processing of such applications. The June 1992 fees charged by the City for selected development applications are outlined below:

- General Plan Amendment - \$425.00
- Zoning Amendment - \$425.00
- Planned Development Review - \$425.00
  - Existing PD Zone - \$300.00
  - PD Advisory - 1/2 fee
- Use Permit - \$225.00
- Variance - \$225.00
- Site Plan Review - \$100.00
- Tentative Subdivision Map - \$400.00 + \$5.00/lot





The City also requires the payment of certain impact fees on new residential development, including school impact fee (\$1.65/ square foot effective July 6, 1992, collected by the County Schools Office on behalf of Sonora Elementary School and Sonora High School); traffic impact mitigation fee (currently \$2,899 per single family unit, \$1,751 per multifamily unit, collected by the City, entirely transferred to and administered by the Local Transportation Commission); and County Facilities and Services Impact Fee (currently \$988.06, collected by the City, entirely transferred to and administered by the County).

- Infrastructure -

Given Sonora's location within the drainage basins of Woods Creek and Sonora Creek, it can be anticipated that storm water drainage problems will occur. While the City does maintain a storm drainage network, localized problems do occur due to increased surface water runoff, undersized drainage lines, or in some cases no line at all. Within the 1984 and 1985 Community Development Block Grant projects, the City received funding for storm drainage improvements in the South Stewart Street area and the Oliver Addition. In the future, the City may look to this program, as well as Redevelopment Agency funds, to address other storm drainage problems that may be identified.

## 7. Analysis of Non-Governmental Constraints

As required by State law, the analysis of non-governmental constraints is to include analysis of the availability of financing, the price of land, and the cost of construction. All of these areas of concern are driven by forces well outside of the City's ability to affect or influence changes. However, it is important to understand how these areas affect the City, and the provision of housing for all.

Discussion of the availability of financing is drawn from two sides - financing for construction, and financing for purchase. Recently, financial institutions have been much more careful in the lending of money for residential construction projects. At the writing of this section, it is generally perceived that the recent recession in California is easing somewhat for residential construction. For the City, this means that residential projects recently approved by the City, such as Oak Park or Sunrise Hills, may be in a better position to proceed. Lowered interest rates at the national level has translated into numerous first time home buyers and home refinancings at the local level.

The price of land is determined by a number of factors, including location within a community, terrain, utilities and services available, as examples. City staff has noted a new demand for single family and multifamily lots and project sites



in the City. This is believed to be reflective of not only the City's position as the center of residential and business activity for the County, but also for the services (police, fire, maintenance), and utilities (water, sewer, street lighting) that are available.

Finally, the cost of construction is expected to continue to increase. As this trend continues, and personal earnings increase at a slower rate, the ability to meet local housing needs will be affected.

#### 8. Analysis of Special Needs for Emergency Shelter

The State statutes of 1984 added as a housing element requirement an analysis of families and persons in need of emergency shelter. Certainly in Tuolumne County, such a need does exist. Along with the City, there are several agencies which do respond to this need.

The Amador-Tuolumne Community Action Agency maintains a homeless shelter that can accommodate a maximum of 21 persons. In 1989, the City of Sonora sponsored a Community Development Block Grant application to purchase and rehabilitate the A-TCAA shelter, serving to improve and enhance upon the services provided by A-TCAA. The rehabilitation to the shelter eliminated all existing health and safety problems, such as defective wiring and plumbing, leaking roof, etc., and provided additional area to allow the shelter to operate at the maximum capacity. According to the grant application, the expansion of the operating capacity "will completely resolve the need for temporary housing for local residents for the foreseeable future."

In addition to providing temporary housing, shelter residents receive many other services. The shelter provides all residents with basic food which is supplemented by donations from Interfaith Community Social Services. Clothing is also available free from the 49er Thrift Store for shelter residents and from the local Clothes Closet charity. Referrals are made to the Tuolumne County Welfare Department for income assistance such as Aid to Families With Dependent Children (AFDC) or Food Stamps. For job training or job placement, referrals are made to the Mother Lode Job Training Agency or the State Employment Development Department. Tuolumne County Women and Infant Care provides health care for women with small children, and Tuolumne County Mental Health provides counseling, including drug rehabilitation. Children are referred to local schools or the local Headstart program. For housing, counseling is offered on locating available rentals.

The Mother Lode Women's Center operates a domestic violence shelter for women (and their children) who have been beaten or threatened by husbands or boyfriends. In 1989, the City of





Sonora sponsored a CDBG application to rehabilitate and expand the shelter from a normal operating capacity of 8 persons to 16 persons (NOTE: the shelter is located on property owned by the City). The project included construction of a two bedroom, one bath addition, plus renovation needs such as new wiring, new plumbing, reroofing, insulation and weatherization, and security measures. According to the grant application, the expansion and rehabilitation of the shelter "should completely resolve the need for domestic violence shelter space for the foreseeable future."

On-site services available at the domestic violence shelter including housing, food, clothing, peer counseling, advocacy, legal assistance, children's advocacy, health care, and referral services.

Finally, there are other miscellaneous organizations (such as St. Patrick's Church, United Methodist Church, and Salvation Army, as examples) who have limited funds set aside for 1-2 night motel accommodations.

#### 9. Opportunities for Energy Conservation in Residential Development

Even in a small city like Sonora, there are ample opportunities for energy conservation in residential development - both new construction and existing unit rehabilitation.

The most obvious approach is in the land use planning process. If done with attention to conservation needs, the resulting land use patterns will lead to increased energy efficiency. The City supports the development of land uses within established communities like Sonora as a means to promote more effective land use patterns.

The City has adopted the current edition of the Uniform Building Code, with the California amendments, to provide a consistent basis for residential construction employing energy efficiency.

Through the CDBG Housing Rehabilitation programs, coordination with the Amador-Tuolumne Community Action Agency's Weatherization Program has resulted in energy conservation improvements to the City's older, existing housing stock.

Finally, recycling is becoming a much more important part of energy conservation at a residential level. At the request of Cal Sierra Disposal, the solid waste hauler serving the City, the City Council has supported the establishment of a curbside recycling program. It is anticipated that the program will be initiated early in the housing program period.



10. Analysis of Assisted Units Eligible for Conversion to Non-Assisted Status.

Section 65583(a)(8) of the California Government Code calls for an "analysis of existing assisted housing developments that are eligible to change to non-low income housing uses during the next ten years due to termination of subsidy contracts, mortgage prepayment, or expiration of use restrictions." According to data gathered by the City, the Sonora Apartments project on Greenley Road is subject to these provisions.

The Sonora Apartments is located at 420 Greenley Road. The type of governmental assistance received is Section 8 Rental Assistance through the Section 515/8 program. The earliest possible date for conversion is July 12, 1994, with a total of 48 non-elderly units that could be lost from the City's low income housing stock.

The estimated total cost of producing new rental housing that is comparable in size and rent levels to replace the units that could be lost could be in excess of \$2,000,000. The cost of preserving the assisted units is unknown. There are no known public or private nonprofit organizations which have the legal or managerial capacity to acquire and manage the project.

In the past, the City's participation in the preservation of housing costs for low income households has been through rental agreements attained through housing rehabilitation programs funded by Community Development Block Grants, and through the City's support of local administration of the HUD Section 8 certificate program. Both of these programs continue to be supported within the housing program section.

The City also recognizes that it will have to take a more active role in addressing the potential loss of assisted units, and preservation of those units through locally available funds, including CDBG Reuse Funds, and Sonora Redevelopment Agency housing set-aside funds as they become available. A program supporting use of local funds for the preservation of assisted units is included in the housing program.



## B. REVIEW OF GOALS, POLICIES AND PROGRAMS

Within the introduction to this document, the evaluation components of Section 65588 of the California Government Code were presented. By way of review, the following are the goal statement and policies of the City of Sonora Housing Element:

### 1. Goal Statement

The following goal is established for guidance of efforts to implement the Sonora General Plan Housing Element:

"Pursuit of a decent home in a suitable living environment for all citizens of the City."

### 2. Policies

The following policies serve to provide commitment toward attainment of the above stated goal:

- POLICY: Provide decent housing for all persons regardless of age, race, sex, marital status, ethnic background, level of income, or other arbitrary factors.
- POLICY: Provide an adequate supply and choice of housing opportunities by location, type, price and tenure.
- POLICY: Develop a balanced residential environment with access to employment opportunities, community facilities, and adequate services.

When comparing these statements with the State's findings and declarations in Section 65580 of the Government Code, it is clear that the City's goal and policies are appropriate toward contributing to attainment of the State housing goal.

The measure of effectiveness of the housing element in attainment of the community's housing goals and policies is in how well the element guides the decision-maker and staff in the development of housing programs. For a small city, Sonora's housing element has served this purpose well by describing and providing a program direction which is manageable and realistic. The effectiveness is further proven in the progress of the City in implementation of the housing element since its adoption in 1984.

For this 1992 revision, and in consideration of the housing needs of the City, the following implementation programs will be carried out or encouraged as part of the City's Five Year Housing Program from January 1992 to July 1997:





a. Identification of Adequate Sites

- The General Plan Land Use Map designates land for long term development, including land for housing development. The map will be kept up to date in order to reflect changing needs and conditions. Implemented as a continuous program by the Planning Department, Planning Commission and City Council.
- Amendment to the City's zoning ordinance (Title 17 of the Municipal Code) will be initiated as necessary in order to maintain the required consistency between the general plan and zoning. Implemented as a continuous program by the Planning Department, Planning Commission and City Council.
- Chapter 17.49 of the City's zoning ordinance makes provision for the location of mobilehomes on private lots in areas zoned for single family residential. As stated in the ordinance, the intent is to "increase the supply of single family housing and the variety of housing types available to the public". Implementation of this ordinance will serve to provide more sites within the City for persons needing to pursue this affordable housing alternative. Implemented as a continuous program by the Planning Department and Planning Commission.
- The City has added Chapter 17.55 to the Municipal Code which implements the "granny flat" legislation. This ordinance will allow for the creation of second dwelling units for elderly persons on parcels zoned for single- and multifamily dwellings, subject to conditions. Implemented as a continuous program by the Planning Department and Planning Commission.
- The City's Municipal Code includes provisions for planned developments, which serve to maximize the use of the land. The City will continue to use this zoning tool where applicable and appropriate. Implemented as a continuous program by the Planning Department, Planning Commission and City Council.

b. Assist in the Development of Housing for Low and Moderate Income Households

- Recognizing the reductions that have been made to public funds (federal and state) available for housing the City sees the need for a coordinated effort to make such funding available to residents. The City, lacking a full time staff to do this, will look to the Central Sierra Planning Council's staff and/or the staff of the



Department of Housing and Community Development, for assistance in implementation of the following programs, as needed and available:

i) Small Cities CDBG Program

This program assists localities under 50,000 population with housing related activities, especially with impact upon low and moderate income households. The City will continue to work with the CSPC staff to develop housing program components to be included in future CDBG applications. Recognizing that the CDBG program is one of the few programs available to respond to housing needs, it is the City's intent to review such a component in future rounds of CDBG funding.

ii) FmHA 502 Homeownership program

This program provides direct loans to qualifying low and moderate income households. 502 loans may be used to buy, build, repair, renovate or relocate a home. Loans may be for 100% of the cost. CSPC has previously provided assistance to City of Sonora residents for packaging loans to be submitted to FmHA. CSPC does not currently provide such assistance, but may in the future should funding become available to provide these services. The City of Sonora supports the use of FmHA 502 loans within the City through timely review of projects by the Building Department.

iii) FmHA 504 Rehabilitation Program

This program provides grant or loan funds to qualifying low or moderate income households for rehabilitation to housing units; needs to correct health or safety related problems. CSPC has provided packaging assistance services in the past, but is no longer able to do so. The City of Sonora supports the use of this program in the City through timely review of projects by the Building Department.

- Within the City of Sonora, the FmHA 515 Multi-unit Construction Program has been extensively used by the private sector. To date, over 200 units have been con-





structed under the program (all located along Greenley Road). The City supports the use of the program by the private sector in appropriately located areas for such development. Support includes early review and recommendation on projects through the areawide clearing-house review process, and timely review of projects by the Planning Department, Building Department, Planning Commission and City Council.

- The City recognizes and encourages the provisions of State law requiring density bonuses for builders who construct housing developments with 25% of the units affordable to low and moderate income households, or 10% available to low income households. Toward this end, the City has adopted a density bonus ordinance. Such ordinance details the manner in which the City complies with density bonus provisions. This ordinance will be implemented on a continuous basis by the Planning Department, Planning Commission and City Council.

c. Removal of Government Constraints

- The City will periodically review and update the general plan in order to keep abreast of changing needs and conditions in the area. Implemented on a continuous basis by the Planning Department, Planning Commission and City Council.

- The City will maintain its zoning ordinance consistent with the general plan so that housing opportunities for all income groups remain available. Implemented on a continuous basis by the Planning Department, Planning Commission and City Council.

- The City will periodically review its fees for development permits so that they represent a fair charge for review and processing of applications. Action to be taken by the City Council, upon the recommendation of staff.

- In past CDBG applications to the State, the City included components for correction of storm drainage problems located within defined target areas. Consideration of such a component will be reserved for future CDBG applications submitted by the City Council.

d. Conservation and Improvement of the Existing Affordable Housing Stock

- Energy conservation and weatherization activities are implemented locally by the Amador-Tuolumne Community Action Agency (A-TCAA). Originally implemented by CSPC,



such activities have been occurring in the area since 1976. The City of Sonora encourages that such activities continue so that the existing housing stock can be maintained.

- The City has adopted and implements the Uniform Building Code (UBC). It is the City's intent to enforce the provisions of the UBC for the purpose of setting a consistent standard for residential renovation. Implemented as a continuous program by the Building Department.

- Chapters 16.29 and 16.30 of the Municipal Code address the aspect of converting rental housing to condominiums. The City recognizes that maintaining a stock of apartments for rent is of critical importance in the provision of affordable housing to low and moderate income households. These chapters of the code set standards to be met before any such conversion may take place. Implemented as a continuous program by the Planning Department, Planning Commission and City Council.

- The City, working with the CSPC staff, will continue to look into the possibilities of using the State CDBG, and CDBG Reuse, funds to complete housing rehabilitation activities. Consideration of such application components is reserved for future CDBG applications to be submitted by the City Council.

- The City will continue in its support of the use of the 502 and 504 programs in the City (see above).

- HUD Section 8 Existing Program. This provides rental assistance to qualifying lower income households. Tenants pay 25% of their income toward rent, the program pays the balance. CSPC implements this program locally on behalf of its member agencies. A major problem with the program is that there are not enough Section 8 "certificates" allocated to the area in order to meet the demand. Consequently, there is a long waiting list for participation in the program. CDBG applications submitted by the City Council.

e. Promotion of Equal Housing Opportunity

- Within the City's housing programs, activities to promote equal opportunity include processing for local complaints of housing discrimination by the City, the Central Sierra Planning Council, and the Amador-Tuolumne Community Action Agency.





- In addition, pamphlets have been distributed to low income residents discussing housing discrimination and landlord-tenant relations. A housing advocacy program has also been instituted which included meetings with landlords and realtors, radio shows and seminars advertised by radio and flyers which discussed equal opportunity housing.

- Access to legal aide services for housing complaints has also been promoted by presentation at senior centers and other lower income groups as well as scheduling individual legal appointments to process complaints.

f. Preservation of Assisted Units.

- The City, with advice from CSPC, and in coordination with the Sonora Redevelopment Agency, will develop a program to utilize CDBG, CDBG Reuse Funds and redevelopment set-aside funds in the event that measures must be taken to preserve for lower income households assisted housing. The program could take the form of information distribution, housing advocacy, or limited rental subsidy or relocation assistance. The program will be developed and in place by July 1993, well in advance of the first assisted units that could be converted.

## C. QUANTIFIED OBJECTIVES

In light of the data presented herein, the resources available through federal, state, regional and local efforts, and the implementation measures to be pursued by the City, the following objectives are established relative to the maintenance, improvement and development of housing through the end of the program period. The figures are based upon the need previously identified, and reflect the ability of the City to address those needs.

### 1. New Construction

It is the City's objective that, based upon past construction activities, future population growth rate, and areawide housing needs identified by CSPC, 170 new housing units will be constructed within the City. These units will be constructed by the private sector, and should generally address income category needs outlined in the Areawide Housing Needs Plan section (p. 14) of this element. The City will assist in meeting this objective by providing an incentive for development of housing for low and moderate income households through density bonus provisions; second unit provisions; support of the use of FmHA 502 and 515 programs in appropriate locations.



The following information was obtained from the records of the  
Department of the Interior, Bureau of Land Management, and  
the records of the Department of the Interior, Bureau of  
Reclamation, and the records of the Department of the  
Interior, Bureau of Indian Affairs, and the records of the  
Department of the Interior, Bureau of Geographical Names.

The following information was obtained from the records of the  
Department of the Interior, Bureau of Land Management, and  
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Reclamation, and the records of the Department of the  
Interior, Bureau of Indian Affairs, and the records of the  
Department of the Interior, Bureau of Geographical Names.

#### DEPARTMENT OF THE INTERIOR, BUREAU OF LAND MANAGEMENT

The following information was obtained from the records of the  
Department of the Interior, Bureau of Land Management, and  
the records of the Department of the Interior, Bureau of  
Reclamation, and the records of the Department of the  
Interior, Bureau of Indian Affairs, and the records of the  
Department of the Interior, Bureau of Geographical Names.

#### DEPARTMENT OF THE INTERIOR, BUREAU OF RECLAMATION

The following information was obtained from the records of the  
Department of the Interior, Bureau of Land Management, and  
the records of the Department of the Interior, Bureau of  
Reclamation, and the records of the Department of the  
Interior, Bureau of Indian Affairs, and the records of the  
Department of the Interior, Bureau of Geographical Names.

#### DEPARTMENT OF THE INTERIOR, BUREAU OF INDIAN AFFAIRS

The following information was obtained from the records of the  
Department of the Interior, Bureau of Land Management, and  
the records of the Department of the Interior, Bureau of  
Reclamation, and the records of the Department of the  
Interior, Bureau of Indian Affairs, and the records of the  
Department of the Interior, Bureau of Geographical Names.

## 2. Rehabilitation

It is the City's objective that approximately 75 housing units be rehabilitated by July 1997. The City will participate in meeting this objective through the Small Cities CDBG program, CDBG Reuse funds, and potential Sonora Redevelopment Agency housing set-aside funds, with program development assistance through CSPC. Such programs will have 100% benefit to low and moderate income households. Other programs available to meet this objective will be through Farmers Home Administration or the Department of Housing and Community Development.

## 3. Conservation

It is the City's objective that an additional 75 housing units will be conserved through July 1997. The primary programs to complete this will be the Section 8 Existing program administered locally by CSPC, CDBG Rehab Loan agreements, CDBG Reuse Fund agreements, and potential use of Sonora Redevelopment Agency housing set-aside funds.

## D. PUBLIC PARTICIPATION

Within preparation of this update, notice of the availability of the preliminary draft was posted at City Hall and published in a local newspaper. The preliminary draft was also distributed to appropriate local advisory agencies (CSPC, A-TCAA as examples) and the Department of Housing and Community Development for review and comment.

Subsequent to review and comment on the preliminary draft, a revised draft will be the subject of two public hearings, conducted as required by law, before the Planning Commission and the City Council. Revisions authorized by the City Council will be incorporated into the final, adopted document.

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